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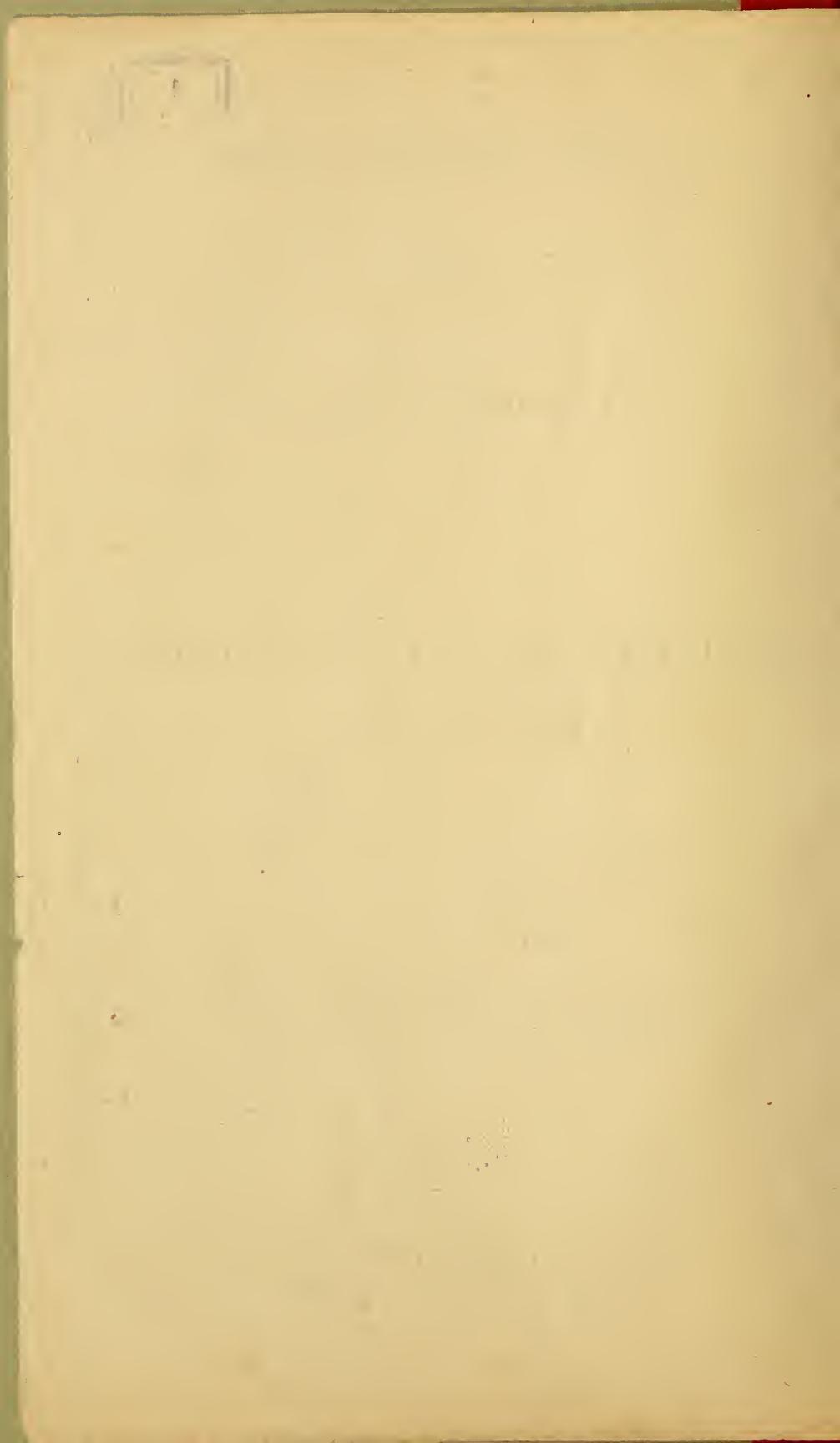
OF THE

LEGISLATIVE, EXECUTIVE, AND JUDICIAL
BILL FOR 1892.

U.S. Congress. House. Committee on
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CIVIL SERVICE COMMISSION.

JANUARY 6, 1891.

STATEMENT OF MR. THEODORE ROOSEVELT.

The CHAIRMAN. We are inquiring as to wisdom of providing you with a force of examiners, which are now detailed to you from the several Departments. The question which arises here is as to the wisdom and economy which would wait upon doing what you propose, and the committee decided to hear you on that proposition.

Mr. HENDERSON. Does the law now fix your force?

Mr. ROOSEVELT. It does not.

The CHAIRMAN. The question arose as to whether or not under the law, and without a change of law, we could grant your request, and give you the force of examiners which you ask for.

Mr. HENDERSON. In other words, would it not be subject to a point of order, being a change of law?

Mr. ROOSEVELT. The law merely says that the President shall designate a suitable number of persons in the official service of the United States to be members of boards of examiners. If we have ten clerks in our service, the President can designate those as well as others. As a matter of fact, he leaves that to us. Of the clerks we now have, two or three are now acting as examiners.

The CHAIRMAN. Is there any statute limiting the number of clerks?

Mr. ROOSEVELT. Not at all. As a matter of fact it has been steadily increased since the Commission was organized.

The CHAIRMAN. Then the idea is that if we give you a number of clerks, not calling them examiners, the President could designate those as examiners?

Mr. ROOSEVELT. We, ourselves, could do so.

The CHAIRMAN. How would you select those men?

Mr. ROOSEVELT. Our proposition was not to make any increase in the expenses, but merely cut off the ten now detailed from the different Departments, and appropriate for them for our Department. That would simply take ten examiners that we have now and give them to us.

Mr. COGSWELL. You would turn down these Department examiners?

Mr. ROOSEVELT. Turn them down.

The CHAIRMAN. Are they equal to the emergency?

Mr. ROOSEVELT. We have had great difficulty with that matter. For instance, about 45 per cent. of our work is done for the Post-Office Department. I think that until about four months ago the Post-Office Department only detailed to us one man, and we had him for only a part of the time, so that we did not have quite 10 per cent. of the force from that Department that we ought to have had, although 45 per cent. of our work came from that Department. We did not have a man from the Railway Mail Service after that was classified, and we had to notify the Postmaster-General that we were unable to mark the papers, unless the Department gave us a sufficient force of men to do the marking. It was not until we refused to do it that we got some men who were able to do that work.

From the Navy and Treasury Departments last year we had two men detailed who were good fellows but entirely unable to do our work, they made an enormous percentage of errors. We told the Departments that we would rather be without any men at all than to have these. After six months we got other men in their places. That is a sample of our difficulties, and the same thing has occurred several times. We find that that is the effect of the system. A good man is often reluctant to be detailed to us, because he loses a chance of promotion in the Department from which he comes by being taken away from the eye of his chief, and may thus be passed by. There is a great temptation on the part of the Departments to deal out to us their deadwood, and last year instead of having ten, which we were entitled to, we only had seven, and had to send back three of them.

Mr. COGSWELL. Everything being equal, would not your Navy man, your Army man, and your Post-Office man be better qualified to pass upon the qualifications of clerks for their respective Departments?

MR. ROOSEVELT. No, sir. We hold some examinations for all kinds of clerks, and in positions requiring experts we call in experts outside of those from the Departments. The duties differ more in some bureaus in the same Department than they do between two different Departments. The law in the Departments at Washington has been substantially observed during the entire seven and a half years of the Commission's existence, with the exception that, owing to a peculiar construction of the law affecting one division of about 200 men of the Pension Bureau (the division including special pension examiners), the result in that division is less satisfactory; that is, of this small force of 200 men, nearly as many separations occurred under both the present and the last administrations as in the entire balance of the force in the Governmental Departments, numbering nearly 8,000 employees. My figures may not be quite accurate, as I am speaking from memory, but they are substantially so.

The CHAIRMAN. Do you mean that out of the 200 special examiners in one division of the Pension Bureau there were more removals than out of 8,000 clerks in the several Departments?

MR. ROOSEVELT. More separations; but among the other clerks outside of this division in the Pension Office there were no greater percentage of changes than in the other Departments. This shows that the fault is in the peculiarity of the law, not in its administration.

MR. SAYERS. You do not mean to include in that a clerk who voluntarily resigns?

MR. ROOSEVELT. I refer to separations, but at the same time there is this much to be said: We have found, as a matter of fact, that we must bracket removals and resignations, because we have no means of knowing whether a man resigns voluntarily, or is forced to resign. Many resign voluntarily, and others are practically told that they will be removed if they do not resign. But in this particular bureau the trouble is that the service is by law only for a short fixed period. This has direct reference to the statement made by Mr. Washington on the floor of the House at the last session. If correctly reported in the Congressional Record, Mr. Washington said, that of the Departmental appointees coming in through our examinations during Mr. Cleveland's administration, 95 per cent. had been removed in the first year of Mr. Harrison's administration. The direct reverse was the case—92 per cent. were left, and only 8 per cent. of the clerks entering under Mr. Cleveland's administration were removed during the first year of President Harrison's administration. In one year of Mr. Cleveland's administration about $7\frac{1}{2}$ per cent. of the clerks appointed under the operation of the civil-service law during Mr. Arthur's administration, were removed, and during the last year of President Arthur's administration, there were removed between 6 and 7 per cent. of the clerks appointed during his own administration; and the difference between those removed under Mr. Harrison's administration and those removed under Mr. Harrison's or Mr. Cleveland's administrations affords a fair measure of the changes on political grounds. In the Departments here the law is observed perfectly well.

MR. COGSWELL. Then the political removals are no more than the nonpolitical?

MR. ROOSEVELT. It is nothing like so much.

MR. COGSWELL. You say Mr. Arthur removed 6 $\frac{1}{2}$ per cent., and Cleveland 7 $\frac{1}{2}$, and Harrison 8?

MR. ROOSEVELT. Yes, sir. The 1 per cent. additional for Mr. Cleveland I think would represent the whole matter.

MR. HENDERSON. Your statement has no reference to any removal, except as to those who entered under the civil-service law?

MR. ROOSEVELT. I refer to the classified service.

MR. DOCKERY. Your statement does not include removals made under this administration during the time when the civil-service law was suspended in the railway mail service?

MR. ROOSEVELT. My statement has nothing to do with the Railway Mail Service. If you will refer to our letter published December 27 last, in reference to the Postmaster-General's Report, you will see the facts fully set out for that service.

MR. DOCKERY. Where will I find the number of removals made in the Railway Mail Service during the time the Civil Service rules were suspended as to that Department?

MR. COGSWELL. And the number of removals by the Hon. Don. M. Dickinson?

MR. ROOSEVELT. The same report shows that there had been 4,800 changes in the service under the last Administration—I mean in the Railway Mail Service.

MR. DOCKERY. Civil Service not applying?

MR. ROOSEVELT. No. Under the present Administration, in the eight weeks preceding the classification of the service, between 1,900 and 2,000 changes were made. Those are the figures in the report of the Postmaster-General.

MR. SAYERS. Will you please furnish this committee with an accurate statement in reference to removals, so that we can present this question intelligently upon the floor.

Mr. ROOSEVELT. I would rather refer you to pages 16 and 17 of the Postmaster-General's Report for 1889, which contains these figures.

Mr. CANNON. You speak of 200 special examiners in the Pension Bureau.

Mr. ROOSEVELT. And men in corresponding positions. I think some are chief examiners; they were not all special examiners.

Mr. CANNON. I want you to correct that in this respect; as I recollect it, there are only 150 special examiners authorized by law.

Mr. ROOSEVELT. I think there are some medical examiners, and some chief examiners, and the total is about 200. Understand me, the defect evidently lies with the law rather than with its administration. The percentage of removals in the Pension Bureau outside of this special force is about the same as in the other Department.

Mr. CANNON. I recollect this statement to have been made by General Black, and you may have run across a similar statement, that in a change of 75 of those special examiners, when he came into office, in filling their places 73 Democrats were obtained, and two of them he did not know the politics of. In the changes which have been made under this administration, have you any knowledge of any action on the part of the Civil Service Commission, or the Secretary of the Interior, or the Commissioner of Pensions, by which like changes in that Department have occurred in which Democrats were turned out and Republicans put in their places?

Mr. ROOSEVELT. I have no knowledge about politics entering into it.

Mr. CANNON. Is it a fact that there has been collusion between this Civil Service Commission under President Harrison and the Commissioner of Pensions, as there was supposed to be between the Civil Service Commission and General Black, by which 73 out of 75 special examiners who were changed were Democrats?

Mr. ROOSEVELT. It seems to me that it scarcely ought to be necessary for me to say that there has been no collusion between the Civil Service Commission and General Black, or any one else in the United States, during my service in the Commission. It would be wild nonsense to make such a charge.

The CHAIRMAN. Between you and them?

Mr. ROOSEVELT. There has not been.

Mr. COGSWELL. Mr. Cannon means between the Commission and Commissioners Tanner and Raum.

Mr. ROOSEVELT. Of course there has been no collusion between the present Commission and Mr. Tanner or Mr. Raum. I can only speak by hearsay; but I think I can give you a complete explanation of what you call collusion between the old Commission and General Black. It was owing to what I regard as a most unfortunate construction of one of the rules. For the service at large we hold competitive examinations. A man comes in and the papers are marked without his name being known. The three highest on the list are certified to the Department chief for his selection. Unfortunately, in regard to this special division the Commission at its inception, when Mr. Dudley was Commissioner of Pensions, set the limit for passing too low, at 50 per cent. (instead of 70, as is the case in other branches of the service). Moreover under the rule the whole list was certified up. That was done under the rule approved by the President. This amounted to allowing the appointment of any man who passed a low pass examination. It did away with the competitive feature. That was continued, not only during the administration of Mr. Dudley, but during most of the administration of Mr. Black. There was no need of collusion. Owing to what I regard as the very unfortunate rule of the Commission (concerning this special force) it was possible for Mr. Dudley and Mr. Black to appoint any man who passed this low examination. They were allowed by the rules to pick him out, no matter whether he stood high or low on the list.

Mr. CANNON. That explains how General Black was enabled, in appointing 75 special examiners, to select 73 Democrats and 2 whose politics he did not know. Has that practice obtained under this administration?

Mr. ROOSEVELT. It has not.

Mr. SAYERS. Was not this practice inaugurated under Mr. Dudley?

Mr. ROOSEVELT. Precisely, and it was changed under President Cleveland's administration, during the latter part of General Black's incumbency. While that was an unfortunate rule, it seems to me that it does not imply collusion between the Civil Service Commission and the Commissioner of Pensions, because collusion was not necessary.

Mr. CANNON. The spirit of the law was violated; and you claim that the Civil Service Commission was not responsible for that violation?

Mr. ROOSEVELT. I did not claim that.

Mr. CANNON. What do you claim? Do you claim that the responsibility rested with the Commissioner of Pensions?

Mr. ROOSEVELT. I claim that the rule was, in my judgment, an unwise rule to make. Since I have been in office a dozen high officials have asked to be allowed to employ

pass or noncompetitive examinations instead of competitive examinations for some particular place. We have never granted the request.

Mr. HENDERSON. Who made this rule allowing them to certify all who passed above 50 per cent.?

Mr. ROOSEVELT. It was made by the Civil Service Commission during the administration of President Arthur.

Mr. HENDERSON. Under the law the Commission under President Harrison's administration has made this new rule?

Mr. ROOSEVELT. It was made during the latter part of Mr. Cleveland's. The President has power to alter the rules.

Mr. FORNEY. State what was the change made in the rules during Mr. Cleveland's administration.

Mr. ROOSEVELT. The change made in the rules under Mr. Cleveland's administration provided that the same rule should be followed in certifying for special pension examiners and the like as for certifying to clerks, copyists, stenographers, etc., in the other Departmental service.

Mr. HENDERSON. It was made by reason of this exposure of the certification of 73 Democrats out of 75 places to be filled?

Mr. ROOSEVELT. I do not know about that.

Mr. FORNEY. What was the grade? To what per cent was it changed under Mr. Cleveland's administration?

Mr. ROOSEVELT. The grade was made the same as in the other Departments; 70 per cent.

Mr. CANNON. I want to ask you if this is not true, that the bare fact of greater security being given to clerks and employés in their tenure of itself does not tend to inefficiency and carelessness in a great many instances in the public service?

Mr. ROOSEVELT. On the contrary, I believe that we have never had as good a set of public servants as we have to-day of those who have come into the service through our examinations, because they realize that they can not rely on political influence. When men were appointed on account of politics, you had to take into account in removing a man not only his efficiency, but also whether or not the man behind him would be offended if he were discharged.

Mr. CANNON. A large block of people in the classified service did not come in under the Civil Service. Is it not true that the same security runs to them that runs to the employés that have come in under the Civil Service; and is it not a fact that this feeling of security in their tenure has tended to make them inefficient and careless in many instances?

Mr. ROOSEVELT. I do not believe it has. To me your question seems to imply that the head of a Department will be willing to make a change for political reasons (and, therefore, as I believe improperly), but unwilling to make them to better the efficiency of the service.

Mr. CANNON. I am not speaking of the motive.

Mr. ROOSEVELT. I give you my belief on that subject.

Mr. CANNON. In other words, you have no knowledge?

Mr. ROOSEVELT. I have no knowledge.

Mr. SAYERS. Do you mean to say that the same rules are observed in regard to the discharge from the public service in the non-classified as in the classified service?

Mr. ROOSEVELT. No, sir. In the classified service there are a large number of men whose places were classified under President Arthur or President Cleveland, and who were in those places at the time; therefore no examination was applied to them, though they are still in.

Mr. DOCKERY. I understood you to say that during the first year of this administration about the same number of special examiners were removed as were removed during Mr. Cleveland's administration?

Mr. ROOSEVELT. Roughly. They were not necessarily removed, however. Many were merely not reappointed at the end of the year.

Mr. DOCKERY. There has been no change of the rule which requires the three highest to be certified?

Mr. ROOSEVELT. The three highest are certified.

Mr. DOCKERY. Do you know anything about the politics of the men who have replaced men who were removed during this Administration?

Mr. ROOSEVELT. I know absolutely nothing about their politics. I believe that a large proportion of the men were old soldiers—

Mr. CANNON. Argumentum.

Mr. DOCKERY. Mr. Cannon has suggested that there was a collusion between the Commission and Commissioner Black; and we are confronted with the condition under this Administration that two hundred special examiners were removed the first thing. Now, I would like to know, if the two hundred examiners who succeeded them were not Republicans, what was the object of their removal?

Mr. HENDERSON. Does he mean that they were removed or called in?

Mr. ROOSEVELT. They were called in. About one hundred separations occurred.

Mr. DOCKERY. Are most of them now employed in the Bureau of Pensions?

Mr. ROOSEVELT. A great many are. I presume that Mr. Dockery does not seriously make that charge.

Mr. DOCKERY. No; I do not believe it.

Mr. SAYERS. When a departmental officer calls upon the Commission to certify a man to fill a single vacancy, it is the invariable rule to send up three names?

Mr. ROOSEVELT. Yes, sir; three names are sent in, and they are the three highest on the list. We find always that where there is a sweeping change in any branch of the service it becomes exceedingly difficult to prevent the succeeding Administration from making many removals. I have remonstrated against it in several cases; but they say that "our fellows were turned out, and we do not want these men kept in who were appointed in that way." It is a wrong feeling, I think.

Mr. DOCKERY. But as a matter of fact these were made for political reasons, and the places are filled by Republicans?

Mr. ROOSEVELT. I can not say as to that. I do not know anything about that. My whole object in stating this—

Mr. FORNEY (interposing). You do not know that it is not so?

Mr. ROOSEVELT. I do not know anything about it at all. We state in our annual report that we have regarded this branch of the service as not being satisfactory. We feel that the special examiners ought to be detailed for field work from the clerical force in the office itself. There should not be any special examiners appointed from special lists for short terms. But, of course, that is the law which Congress has fixed, and there is no alternative but to obey it.

Mr. DOCKERY. Wherein is the law defective now since the rule has been changed?

Mr. ROOSEVELT. The law under which these special examiners are appointed provides that they shall be appointed for one year. There should be no fixed term of service; and clerks in the office should be detailed to do field work. At present a great many officials feel that they have a right to refuse to reappoint good men who are of the opposite party if they have served for the year for which they were appointed.

Mr. CANNON. And they are turned off?

Mr. ROOSEVELT. Yes, sir. The men go out and the head of the Bureau selects new men.

Mr. DOCKERY. Under Mr. Cleveland's administration that was done to the number of two hundred; and under Mr. Harrison's administration, they went out to the number of two hundred.

Mr. ROOSEVELT. Two hundred is an exaggeration. Probably it was about one hundred; I think about one hundred have gone out.

Mr. HENDERSON. The work in their hands when Mr. Harrison's administration came in amounted to over 16,000 claims, and to-day that number has been reduced, and the bureau has been compelled to call the men in from the field, because of this reduced work.

Mr. ROOSEVELT. You understand that I am making no reflection upon any Commissioner of Pensions.

Mr. DOCKERY. Regardless of those changes, the same number of changes were made under this as under the other administration.

Mr. ROOSEVELT. There has been a wide difference in the kind of appointments.

Mr. MUTCHELLER. You say that the rule has frequently been to detail clerks from the Pension Bureau and make them special examiners in the field?

Mr. ROOSEVELT. I am not familiar enough with the law to give you the information.

Mr. MUTCHELLER. I am speaking of the practice.

Mr. ROOSEVELT. I am not familiar with the practice sufficiently to give you information worth anything.

Mr. MUTCHELLER. Is it a fact that they do detail men and send them into the field, and is it not also a fact that when a clerk is detailed for service in the field that his place is filled in the office by a new appointment or a promotion from some other place?

Mr. ROOSEVELT. It can not be filled in any other way.

Mr. CANNON. (To Mr. Mutchler.) You do not want to get into an error. The detailing of a man does not make a vacancy.

Mr. MUTCHELLER. Is it not a fact that such a man's desk is given to some other clerk, or an appointment is made?

Mr. ROOSEVELT. That I do not know.

Mr. MUTCHELLER. I understand this to be the fact, that when they want to get rid of a clerk they detail him for work in the field for six or eight months. He then comes back and finds that his place is occupied, and the result is he is either shoved out or kept doing nothing for months at a time.

Mr. CANNON. You are in error about that.

Mr. ROOSEVELT. I would like to make one statement on the line of Mr. Dockery's

question. Mr. Dockery's question was by implication as to whether Democrats were removed and Republicans were gotten in through new examinations. Undoubtedly, it has been very difficult for the Commission to get men to apply for these examinations who are not in sympathy with the Administration. The Commission has been able to take a course of action in the Southern States that enables me to state that in a series of examinations throughout the Gulf and South Atlantic States the bulk of those who got in by appointment were opposed in politics to the party in power.

Mr. CANNON. I am sorry to hear that.

Mr. SAYERS. How did you find it out? Why do you inquire into the politics of anybody?

Mr. ROOSEVELT. I will tell you. At its first session, this Congress passed a law authorizing the employment of some 600 additional clerks, mainly in the Pension Bureau. That was during last July. The Southern States were then behind in their quotas. We had great difficulty in getting enough men from the Southern States to come in to these examinations. The difficulty was increased after the change of Administration; because many people do not believe that they can get an appointment, even if they pass an examination, under an Administration with which they are not in sympathy. We, therefore, held a special series of examinations throughout the Southern States. Previously, we met in the rooms of the Commission half a dozen correspondents of Southern newspapers, and also asked the Southern members of Congress, Republicans and Democrats, to assist us in the way of advertising the fact throughout their districts.

I got up an interview of about a column and a half, which was published in the St. Louis Globe-Democrat, the Memphis Avalanche and Appeal, the New Orleans Picayune and Times-Democrat, the Charleston News and Courier, the Knoxville Gazette, and other papers, explaining the fact that the Southern States were behind in their quotas; that of these new appointments somewhere in the neighborhood of two or three hundred would come from the Southern States; that we would certify from those States first; that we would guarantee that no attention would be paid to politics in the examination, marking, or certification, and that while we could give no guarantee as to the action of the appointing officer we were satisfied that he would pay no attention to politics. The appointing officer can reject two men out of every five, so that we were able to say that of all those passing highest from the South we could guarantee the appointment of three-fifths of them, which would leave room for comparatively little political discrimination.

We have had more applicants from the South than came in during the preceding four years. We found that of those passing highest, instead of three-fifths being appointed, nearly nine-tenths were appointed; that is to say, of the 260 passing highest 230 odd were appointed. We are required by law to make no inquiry into the politics of an applicant or an eligible. There is no prohibition after the men are in against trying to find out if the appointments have been made without regard to politics. The correspondent of the New Orleans Picayune, Mr. Matthews, who is a nephew of Senator Gibson, was in my office. He had taken a great interest in this matter. Louisiana had been the lowest State on the register, and now she stands among the highest. She has had thirty appointments during the past six months. Those thirty appointees were chosen from the thirty-three highest on the register, and all the highest ones were taken. That included, I should say, four or five colored people. It included one man who was a resident of Louisiana, but who had been born in the North. The others were all natives and born in the South. I spoke to Mr. Matthews about the politics of the applicants, saying to him that I hoped some Democrats had been appointed. He said, "I know them almost all, and the great bulk of them are Democrats. All of them that I know are Democrats."

As to South Carolina, we have means of knowing, simply because Governor Thompson, in looking over the register, recognized in many cases the families of the men as being Democratic families; and while the appointees might not in every case have the same politics the chances were that that was true in nineteen cases out of twenty. We have a young man in our office named Bunn, who was appointed under the civil service rules. We do not know his politics, but we accidentally learned a few months ago that he is a nephew of Congressman Bunn, and we suppose he is a Democrat. He showed me a North Carolina paper containing a protest against so many Democrats from that State having been appointed through our examinations. It gave the names of these.

Mr. SAYERS. Do you, therefore, come to the conclusion that the great bulk of your recent appointments from the South have been Democrats?

Mr. ROOSEVELT. Yes, sir.

Mr. SAYERS. I will tell you what I know. I know that four out of five of your appointments in the Railway Mail Service in Texas are Republican. There is no question about that.

Mr. ROOSEVELT. I am speaking about the departmental clerks. I do not say a word about the Railway Mail Service.

Mr. CLEMENTS. My observation is entirely in accord with what Mr. Roosevelt says.

Mr. ROOSEVELT. It is true as to Mississippi, Alabama, Louisiana, and South Carolina, and also as to Georgia (from what Mr. Crisp tells us about Georgia).

Mr. CANNON. In filling vacancies from Illinois, Montana, Washington, or New York, in reference to those five hundred or six hundred appointments in the Pension Bureau, have you pursued the same course that you pursued in reference to the Southern States?

Mr. ROOSEVELT (with emphasis). No; it was not necessary, because the quotas of the Northern States were up and they had their full share of appointments. We pursued the policy of advertising in the States which were behind in their quotas so as to bring them up level. Instead of sitting still we tried actively to enforce the law. We do not have to emphasize that fact that Republicans can come forward for appointment under a Republican administration. We do have to emphasize the fact that Democrats have the same rights; that the system is nonpolitical. If the Administration were Democratic I should lay stress on the fact that Republicans could apply.

Under the present Administration we lay the emphasis on the other end of the tilt and ask Democrats to come forward. We particularly state in these reports, and in interviews, that we ask people to come forward without regard to politics, whether Republicans, Democrats, Greenbackers, Prohibitionists, Farmers Alliance men, or Mugwumps. We had the correspondents of these various Southern papers notified—most of them Democratic papers, not all, as there was a New Orleans Republican correspondent there and an East Tennessee correspondent. The Congressmen were simply asked for the purpose of getting the fact known in their districts, where the local newspapers had no representatives here in Washington. In quite a number of the districts the local papers had no representatives here.

Mr. CANNON. Were there not a portion of these clerks appointed in the pension office from the Northern States?

Mr. ROOSEVELT. About three hundred of them were from the Northern States.

Mr. CANNON. There are some Democrats in the Northern States, I believe.

Mr. ROOSEVELT. There are.

Mr. CANNON. Was this extraordinary attempt to advertise in the Southern States resorted to in the Northern States to reach Northern Democrats, Greenbackers, and Mugwumps?

Mr. ROOSEVELT. We held no special examinations in the Northern States. There was no such necessity as there was in the South to make these special advertisements; but I have again and again in interviews, and in speeches and addresses like that before the Chicago Civil Service Association, before the Indianapolis Civil Service Association, and before the Civil Service Association of Boston, dwelt upon the fact that we wanted Democrats and Republicans alike to come forward.

Mr. CANNON. Do I understand that in filling those places no examinations were held in any of the Northern States?

Mr. ROOSEVELT. No extra examinations were held, because we had ample registers from all the Northern States.

Mr. CANNON. I am asking whether any examinations were held?

Mr. ROOSEVELT. Certainly.

Mr. CANNON. Were examinations held in the Northern States and the northern tier of the Southern States after this act was passed increasing this force; and were some of those certified and appointed?

Mr. ROOSEVELT. Yes. Regular examinations were held in the Northern States. We had ample registers from the Northern States, but not from the South. And yet the Southern States were entitled to their fair quotas, and that was our reason for holding special examinations in the South.

Mr. SAYERS. Of course you speak from information, and not from knowledge? Referring to the State of Texas, is it your information that previous to your coming into office, and the organization of the present Commission, four-fifths at least of those who were appointed nominally from Texas were not citizens of Texas, but that people would claim to be from there, and get appointments from that State, and to that extent fill up the quota of Texas?

Mr. ROOSEVELT. I would have no information about that.

Mr. SAYERS. When Governor Thompson was Assistant Secretary of the Treasury I went up there to see about the appointments from Texas in the classified service, and I found that of the number of twenty or twenty-five not more than three or four were actually residents of Texas.

Mr. ROOSEVELT. The appointments made since I have been in office have been of bona fide residents of the States from whence appointed. Of course, we are deceived occasionally. If you come down to the office of the Commission we will show you the registers of eligibles, and show you the papers of the men appointed, together with the certificates from the county clerks, showing that the appointees are residents of the districts from whence appointed.

Mr. MCCOMAS. Let us now get down to the substance of the bill. You ask for ten clerks, three of class 1, three of class 2, and four of class 3, to be appointed to permanent duty in your Commission. Have you already explained how that can be done under the law without being in violation of the rules of the House?

Mr. ROOSEVELT. Yes, sir; I explained that before you came in. The law says that we shall designate and select a suitable number of persons in the official service of the Government to be boards of examiners. We can designate men in our own service as well as others. As a matter of fact we do that now.

Mr. MCCOMAS. Then they could be detailed for this service?

Mr. ROOSEVELT. We can detail them now. These same men are detailed to us now, but we wish to have absolute control over them, so that the men will not have a divided allegiance, partly due to the office from which they are detailed and partly to our office. We do not want to expose the other offices to the temptation of detailing to us their dead wood.

Mr. CANNON. In other words, you want to control them yourselves?

Mr. ROOSEVELT. Yes, sir.

Mr. BUTTERWORTH. What is the least number you can get on with?

Mr. ROOSEVELT. Ten clerks; the number we have now.

Mr. BUTTERWORTH. I understand from you that of these really only six or seven have been available?

Mr. ROOSEVELT. We have a better force now than we have had for a long time. We have gotten two men from the Post-Office Department by declining to do their work until they furnished us sufficient force. Our business is all the time increasing, and even now, after you have increased our force, we are falling behind. When we got the increase we cleaned up the arrears of work entirely.

Mr. CANNON. What Mr. Butterworth wants to know is if these ten men are efficient, would you need so many?

Mr. ROOSEVELT. These men have been detailed to us on an average but three months, and we are still shifting them and trying them.

Mr. CANNON. You can not say whether they are inefficient?

Mr. ROOSEVELT. I think on the whole they are good clerks. There have been complaints made to me by the chief examiner about one or two of them, but he says he is unwilling to say definitely yet whether they are inefficient. We want to give the men a fair trial.

Mr. CLEMENTS. Will it interfere with the Department from whence they come?

Mr. ROOSEVELT. They do not now do any work for the Department from which they come.

Mr. FORNEY. Have you a list of the Departments from which they come?

Mr. ROOSEVELT. I have here a copy of a letter addressed by the president of our Commission to the chairman of your subcommittee, showing the number of clerks detailed, the Departments from whence they come, the salary, and the positions they hold, which I will insert.

The following is the letter:

UNITED STATES CIVIL SERVICE COMMISSION,
Washington, D. C., December 11, 1890.

Hon. BENJAMIN BUTTERWORTH,
Chairman of the subcommittee of the Appropriations Committee,
House of Representatives, Washington, D. C.:

DEAR SIR: Referring to the personal interview which I had with the subcommittee of the Appropriations Committee, of which you are chairman, I have the honor to say that the following statement shows the number of clerks now on detail with this Commission as examiners, the Department from which detailed, and the grade of each, viz:

	Salary.
Treasury Department, Secretary's office, one actuary	\$2,250
Treasury Department, Second Auditor's office, one clerk of class 3	1,600
Treasury Department, Third Auditor's office, one clerk of class 2	1,400
War Department, Record and Pension Division, one clerk of class 1	1,200
War Department, Adjutant-General's office, one clerk of class 1	1,200
Post-Office Department, Second Assistant Postmaster-General's office, one clerk of class 3	1,600
Post-Office Department, Railway Mail Service, one clerk	1,150
Interior Department, Bureau of Pensions, two clerks of class 2	2,800
Navy Department, Bureau of Provisions and Clothing, one clerk of class 2	1,400

Total number detailed, ten..... 14,600

Very respectfully,

CHAS. LYMAN,
President.

Mr. COGSWELL. Then you propose to take the men that are now detailed to you?

Mr. ROOSEVELT. We will undoubtedly take those men who are detailed to us now

There may have to be some changes. For instance, one man detailed to us is getting a salary, I think, of \$2,250.

Mr. COGSWELL. They are now absolutely under your control?

Mr. ROOSEVELT. They are subject to our orders, but we have no power of dismissal over them, and no power to promote them. We can not reduce them, if they do not give satisfaction.

Mr. HENDERSON. You can state that these clerks detailed from the Departments are provided for by law?

Mr. ROOSEVELT. Yes, sir.

Mr. HENDERSON. You propose that these clerks so detailed shall become subject to your Commission?

Mr. ROOSEVELT. We propose that instead of making an appropriation for these ten clerks in the Department, you make an appropriation for them under the head of the Civil Service Commission, striking them out from the Departments.

Mr. HENDERSON. You think that would be in compliance with the law?

Mr. ROOSEVELT. Yes, sir. The law says we shall designate not less than three persons in the Government service to be members of boards of examiners. We can and do designate men in our own service to act as examiners.

Mr. MCCOMAS. The provision reads, "Three clerks of class 4 and four clerks of class 2 for service as examiners."

Mr. ROOSEVELT. You need not put that in.

Mr. MCCOMAS. "For permanent duty at the office of the Commission."

Mr. ROOSEVELT. We simply want to add those to the clerks we now have.

Mr. MCCOMAS. "To enable the Commission to pay salaries of postal and customhouse boards of examiners, \$6,000."

Mr. ROOSEVELT. The local boards are composed of men in the Government service who are called upon to do our work in addition to their own, and it is a great hardship upon them, without compensating them for that work.

Mr. FORNEY. What do you mean by "local boards?"

Mr. ROOSEVELT. Boards of examiners at post offices and customhouses.

Mr. CANNON. You propose the appropriation of another salary to these employés?

Mr. ROOSEVELT. It is a very insignificant increase.

Mr. MCCOMAS. Can you make an appointment from the outside?

Mr. ROOSEVELT. No, unfortunately; that is forbidden. At present we have to ask that all this work in the local post offices be done by men who are doing other work. The effect of that is that we have no control over them. If a man does not do our work, and we dismiss him from our board, he says "That is just what I want. I am dismissed from a position where I have additional work and no additional pay. Now I am relieved from that, and I am much obliged." They like the punishment. It is impossible to maintain discipline in that way. There are many boards which do their work admirably. There are other boards where we can hardly get proper work done, and when we try to correct them they instantly send in their resignations.

Mr. FORNEY. How do you propose to get them?

Mr. ROOSEVELT. We propose to give them a small salary for doing the work as members of boards of examiners.

Mr. CANNON. In addition to the regular salary?

Mr. ROOSEVELT. Yes, sir.

Last year we attempted a rigid examination for the first time into the manner in which the law is being enforced in the local offices. We found that in the average local office the law is not enforced nearly as well as it is in Washington. We found also that whereas 8 per cent of the old employés are dismissed or resign from the service here, in the local offices it would run from 8 in some offices up to as high as 33 or 34 per cent in others. In Collector Cooper's office, in Philadelphia, about 31 per cent of the old force had been removed during his first year of service. About 51 per cent had been removed during the corresponding term of his predecessor. We are compelled to exercise supervision, and we can not do so unless we have control of our local boards and have means to investigate their work. During the last year I think we have secured a better observance of the law in the local offices than ever before.

Mr. SAYERS. Who are these local boards composed of?

Mr. ROOSEVELT. Of the employés in the post office or customhouse.

Mr. SAYERS. For instance, take my State; have you ever noticed that possibly in making these examinations the party in power will be disposed to favor those of their own faith?

Mr. ROOSEVELT. Not where we can supervise it.

Mr. SAYERS. I am not holding your Commission responsible, understand.

Mr. ROOSEVELT. I will send you our annual report, which touches upon those points. My proposition was that we should not ask any increase in the salaries of the members of the Commission, but that we should ask outright for ten additional men. These we want for the purpose of doing the marking for all of the offices all

over the country. We have asked in our annual report that we be allowed to choose examiners from outside of the service. If we could get these ten men, and were also allowed to choose men from the outside who would be willing to oversee and conduct examinations, I think we could guarantee honest and fair examinations.

The CHAIRMAN. This bill had been reported to the full committee; but there was a general desire that you should come before the committee and submit to a cross-examination, as you have done; and for myself I can say that it is entirely satisfactory to me. So far as this item was concerned it was thought desirable to hear you, in order to get this matter properly before the House and the country.

Mr. ROOSEVELT. I am much obliged to the committee for hearing me.
Adjourned.

JANUARY 6, 1891.

STATEMENT OF MR. FRED. BRACKETT, CHIEF CLERK OF THE TREASURY DEPARTMENT.

Present: The Chairman (Mr. Butterworth) and Messrs. Cannon, Cogswell, Henderson, McComas, Forney, Dockery, and Sayers.

The CHAIRMAN. You ask for three additional assistant messengers?

Mr. BRACKETT. Yes sir. That would give us eight in all, with the assistant messengers. We divide them, putting two at each door. If we do not have them, we have to detail laborers. I have not asked for any additional laborers.

The CHAIRMAN. What is the next item?

Mr. BRACKETT. Draftsmen. We are absolutely in need of another man. We have a man now to whom we are paying \$1,600 a year. That is not sufficient force to do the work. We are adding twenty-five or thirty public buildings every year.

The CHAIRMAN. Do they have a peculiar character of furniture for the different buildings?

Mr. BRACKETT. The judges do, as they have different kinds of retiring rooms. They want different kinds of cases, and they have to be made for particular corners. These draftsmen are the only ones that we have for that work, and we have but one now. I may say that I dropped two cabinetmakers which were getting \$1,000 apiece. They are detailed now, but they can not do the work. They are not the men we want. If we do not get a new man you must put this back to \$1,200 or we will be crippled. I have asked for two clerks, one of class 3 and one of class 2. The work is increasing rapidly, and we have to furnish light, fuel, and water to all the buildings in the United States.

The CHAIRMAN. You have to keep the accounts, etc.?

Mr. BRACKETT. Yes, sir; we have this World's Fair now, and our bookkeepers are obliged to work at night.

The CHAIRMAN. That involves opening up new accounts?

Mr. BRACKETT. It does. I have been aiding them myself in that matter. I would like to have those new clerks, for they are needed. The work has been multiplying, and I think we do more work in that office than in any other Bureau. We received 26,884 letters and sent 24,149. That is big work for those clerks. They also handled 22,700 vouchers. We handle the vouchers for every cent of expenditure connected with public buildings, in amounts from 1 cent up to \$200,000.

Mr. HENDERSON. How does that compare with the work of previous years?

Mr. BRACKETT. It is very much greater this year. Every time a public building is added we have to take it up.

The CHAIRMAN. Is there anything else?

Mr. BRACKETT. I have asked to have two assistant engineers increased to \$1,000 each. They are now getting \$720. It is difficult to keep good men at this salary.

Mr. HENDERSON. How does that compare with the rates paid by other Departments?

Mr. BRACKETT. I do not know, but I think it is less.

Mr. HENDERSON. We have a number of engineers in the District bill.

Mr. BRACKETT. I know that one of our engineers went over to Baltimore, and got \$1,190 a year against a thousand which we gave him.

Mr. CANNON. Do not men prefer Government places, because of their stability?

Mr. BRACKETT. Yes, sir; generally. We have a lady clerk detailed from the miscellaneous division. She should be dropped from the miscellaneous division and put on my force. She has been detailed for five or six years.

I ask for plumbers and plumber's helper. I think every other Department in Washington has one, and we are obliged to hire them from time to time. When we change men so often they do not become familiar with our work. I ask for one plumber and one plumber's helper. It costs more to take strange men and keep them a month than it would to pay the salaries.

The captain of the watch asks for more money for lieutenants. We ought to have a good character of men, as we have \$651,000,000 in that building. Our watchmen get \$720, while the policeman who walks the streets gets \$900 a year. I have an increase there of \$500. We have ten laborers, and we ask \$100 of an increase in each case. I would like to have the men asked for by the captain of the watch, and have it changed so that they would receive an annual compensation. It does not cost any more money.

Mr. FORNEY. That is to give them thirty days' leave?

Mr. BRACKETT. It is not for that, and the men have never made that point. Of course they would take advantage of it, as every other Government clerk does. When they are sick now, they lose their time absolutely.

Mr. FORNEY. We would pay them a little more by authorizing this?

Mr. BRACKETT. Yes, sir; it is the only case that I know of in the Government Departments where men are paid per diems.

The CHAIRMAN. I believe in the other Departments they are annual?

Mr. BRACKETT. Yes sir; it is a matter of justice to the employés. This finishes the clerks part of it, and now for the contingent expenses.

The CHAIRMAN. What change do you suggest in that?

Mr. BRACKETT. We ask for a little more money in some cases, more for freight and expressage, and \$500 more for ice. We have 70 more clerks, and they are getting to be fond of water.

For file holders and file cases, we have asked for \$2,000 more. We have the Sixth Auditor's building to fit up. When he moves from Marini's Hall, the material he has will not answer. For carpets we have asked for \$1,500. There is only \$1,700 left now for the next six months, and we shall have a deficiency of \$1,500. Therefore, we ask that much more, as we will need it. For furniture we have not a dollar. We had to fit up for 70 clerks, and we had to make pine tables, and do all sorts of things to fix them up. When they go into the new building, we must have furniture, or they will work to a disadvantage. Our contingent expenses are increased, because of the increase in force, and the insufficiency of the appropriation of the year before. I can give you the average appropriations from 1871 to 1889.

The CHAIRMAN. What is it?

Mr. BRACKETT. It varies. For the purchase of files and file cases, where we had \$3,000 last year the average was \$6,979. For carpets we had \$7,364 as against \$6,500 last year. When you come to furniture, the average has been \$18,200, and you gave us \$10,000 last year. For miscellaneous you gave us \$10,000, and the average has been \$14,760. This new building is occupied wholly by our clerks. They have control of it and want watchmen and firemen. There is no one to keep a record of our people. They are under the charge of the Post-Office Department, when they should be under the control of our Department. Fuel, gas, and water are supplied, but not furniture and carpets.

The CHAIRMAN. You think this should be put along with the other buildings under the Treasury Department?

Mr. BRACKETT. Yes, sir. The building is occupied absolutely by our people, and cared for by the Post-Office Department.

Mr. DOCKERY. You are aware that last year we placed a provision on the legislative bill which required every Department of the Government to report the number of inefficient employés. Have you complied with that law?

Mr. BRACKETT. Yes, sir.

Work done in office of chief clerk and Superintendent Treasury Department, during the fiscal year ending June 30, 1890.

Number of letters received during the year 1890.....	26,884
Number of letters sent	24,149
Number of vouchers.....	22,788
Requisitions	3,723
Time reports rendered.....	84
Applications for leaves.....	320
Leaves granted.....	320
	640
Applications for sick leave.....	125
Pay rolls	90
Pay receipts.....	240
Returns of public property up to June 30, 1890, received and acted upon	330
Total	78,915

DECEMBER 22, 1890.

**ADDITIONAL STATEMENT OF MR. E. M. DAWSON, CHIEF CLERK
INTERIOR DEPARTMENT.**

The CHAIRMAN. If there is a crying necessity for following out the estimates we will see what it is.

Mr. DAWSON. We have made the estimates out at the lowest possible notch. We have only asked for those clerks which have been there for years on detail. This is for the Secretary's office, his personal staff, and not the Bureaus.

The CHAIRMAN. How many of those has he?

Mr. DAWSON. Six.

The CHAIRMAN. What are they?

Mr. DAWSON. The Indian and miscellaneous, stationery and accounts, lands and superintendence of documents.

Mr. FORNEY. And the Geological Survey?

Mr. DAWSON. That is a Bureau.

The CHAIRMAN. In other words, all matters coming from these several Bureaus?

Mr. DAWSON. Yes, sir.

The CHAIRMAN. So that an appeal from the Commissioner of Public Patents or the Commissioner of the General Land Office is handed over to you?

Mr. DAWSON. Yes, sir. The correspondence would be carried on in the division. All Indian matters go to the Indian division. It requires a considerable force to take care of the correspondence and keep the records, and the chiefs of divisions have important matters coming before them for decision.

The CHAIRMAN. When the Commissioner of Lands has a record made up, is his opinion overhauled by a clerk?

Mr. DAWSON. That work is done by the assistant attorneys. The records are kept in the Land Office.

The CHAIRMAN. How many clerks are there in these divisions?

Mr. DAWSON. The larger divisions have seven or eight, and the smaller ones have five or six.

The CHAIRMAN. Has the work grown two or three hundred per cent in the last five years?

Mr. DAWSON. The work is increasing and new subjects have been added to the Department.

The CHAIRMAN. What new subjects?

Mr. DAWSON. The Census, for one, and recently you have added two additional parks in the West. Then we have in charge the appropriations for the agricultural colleges.

The CHAIRMAN. Why do not they go to the Agricultural Department?

Mr. DAWSON. Because they have been assigned to us. The Secretary has control of that expenditure.

Mr. FORNEY. What about the Commissioner of Education?

Mr. DAWSON. He has matters referred to him to work up the details and then it goes to the Secretary for decisions upon the right of the college to have the money.

The CHAIRMAN. It is a question whether in point of fact there are not a vast number of appeals taken and work performed that might be eliminated.

Mr. DAWSON. I think not.

Mr. FORNEY. What is it that you want?

The CHAIRMAN. He wants the amount of his estimates.

Mr. DAWSON. We can not get along with less.

The CHAIRMAN. How far behind are you?

Mr. DAWSON. We are not behind. We are compelled to keep the work up. We have some details.

The CHAIRMAN. From what Bureau, have you details?

Mr. DAWSON. Some are detailed from the Land Office and some from the Patent Office, as well as some from the Pension Office and some from the Census. That office has contributed because of the increase of business from that office.

The CHAIRMAN. These clerks are engaged in the work coming up from these several Bureaus, are they not?

Mr. DAWSON. To a considerable extent. What I ask for is not these temporary details for a month or two, but for clerks that have been there ever since the last census. Mr. Allen was appointed there during the census of 1880 on the Pension-Office roll, and although he has been there for ten years he has never done a day's work in the Pension Office. They should be provided for on our roll, because we have their services. I want to say it is very desirable that we should have the clerks we have asked for.



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